

3.12 SOCIOECONOMICS

3.12.1 Regional Overview

This section describes the current social and economic setting, trends, conditions, and characteristics for Uintah, Duchesne, and Daggett Counties in northeastern Utah. It will serve as a baseline for future resource management by the Vernal Field Office.

Along with much of the rest of Utah, Daggett, Duchesne, and Uintah Counties have grown in population and economic vitality over the years. These counties are populated by citizens who place a high value on living in rural and small-town environments and want to keep that identity. However, they also want to be prosperous and to live in prosperous communities. As prosperity is a common desire among members of each community, it is predicted that the economies and populations of these three counties will continue to grow indefinitely.

There are a number of similarities between Daggett, Duchesne, and Uintah Counties. The driving time from each of the three county seats to the political and economic capital of the state, Salt Lake City, is approximately 2-3 hours. Each of the counties has a distinctly rural culture and strong attitudes regarding the importance of farming and ranching in their culture. Each of the counties has an abundance of topographic scenic beauty that draws large numbers of visitors. All three counties have vast expanses of BLM and USFS land within them.

State and federal land (including the Uintah and Ouray Indian Reservation) in the three counties, managed by state and federal officials and Reservation authorities, ranges from 72% in Duchesne to 81% in Uintah to 89% in Daggett. The leadership of all three counties regards most of this land as part of their economic base.

Although the political leadership in each of the three counties knows and trusts the others, they are each highly independent. “One size“ responses to the three counties from any government or private entity seeking to engage in a region-wide project will not necessarily “fit all.“ There is only one all-weather road (SR 44 and US 191) from the Daggett County seat, Manila, to anywhere in Uintah and Duchesne Counties. (It is a 1.5-hour drive to Vernal and a 2.5-hour drive to the City of Duchesne.) In the winter, because that road goes over the Uinta Mountains, travel time and hazard can be increased considerably. Because of the road’s location on the north slope of the Uinta Mountains and its limited access, in some ways, Daggett County residents feel more socially and economically connected to the Rock Springs, Wyoming area than they do to any area of Utah.

Uintah and Duchesne Counties each have large portions of the Uintah and Ouray Indian Reservation within their boundaries, and they both work collaboratively with Reservation authorities on matters of mutual interest. Oil and gas is a significant portion of the economy in these two counties, particularly in Uintah County. Although Daggett County has no Native American lands and produces only negligible amounts of oil and gas, it does have the single largest tourist/recreation attraction of the three counties: Flaming Gorge National Recreation Area, which draws more than a million visitors a year. Uintah County is much larger in population (25,224) and economy (\$229.5 million total non-farm wages annually) than either Duchesne County (population 14,371; \$113.3 million total non-farm wages annually) or Daggett County (population 921; \$10.8 million total non-farm wages). Daggett County’s tax base is so small that it has difficulty meeting all the responsibilities and expectations of a contemporary county.

TABLE 3.12.1. COUNTY COMPARISONS				
County	Population in 2000	Land Area	Percent BLM Land	Largest Industry
Daggett	921	459,553 acres	80.6	Government Services/ Tourism
Duchesne	14,371	2.1 million acres	46.6	Government Services/ Retail Trade
Uintah	25,224	2.9 million acres	46.1	Oil Gas and Mining/ Government Services

To best understand the relationship between socioeconomics and planning for the Vernal Field Office, the social, economic, and governmental settings are discussed for each county. From these specific discussions, region-wide conclusions about the socioeconomic factors in the VPA can be drawn.

3.12.2 Uintah County

3.12.2.1 Social Characteristics

Uintah County has experienced continuous population growth since the early 1900s. Moderate growth is anticipated to continue into the next decade, as shown in the table below. The major communities include the county seat Vernal, Naples, and Ballard. Approximately 7,700 (or 31%) of Uintah County residents live in Vernal and 1,300 (or 5%) live in Naples. The largest number 15,644 (or 62%) live in the unincorporated areas of the county. The majority of residents of Uintah County live on farms, ranches, and unincorporated communities, many of which are tribal communities.

TABLE 3.12.2. POPULATION GROWTH BY AREA, PAST, PRESENT, AND PROJECTED			
Area	1990	2000	2020
Uintah County	22,211	25,224	29,058
Unincorporated Uintah County	13,589	15,644	18,495
Vernal City	6,644	7,714	8,341
Naples City	1,334	1,300	1,718
Ballard Town	644	566	1,017
Source: Utah Governor's Office of Planning and Budget (GOPB), 2000 Census of Population, U.S. Census Bureau.			

Uintah County covers a land area of 4,477 square miles and, at 5.6 residents per square mile, is one of the least densely populated counties in the state. Approximately 10.3% of Uintah County residents are American Indian. Eighty percent of the households in Uintah County are family households, and 44.5% have children less than 18 years of age. Average household size in Uintah County, at 3.05 persons per household, is slightly smaller than the state average, at 3.13

persons per household. Approximately 65% of Uintah County residents are 18 years of age or older, and 10% are 65 years plus (Census 2000).

Schools are an important component of the social setting in a community, indicating trends of the youthful population. Approximately 5,940 children are in the Uintah School District, and enrollment in Uintah schools has been steadily declining. Between 1997 and 2002, student population dropped from 6,445 to 5,938 (Uintah School District Report Card 2002). The Vernal campus of Utah State University and the Uintah Basin Applied Technology College provide higher education opportunities to Vernal and Uintah County.

3.12.2.2 *Economic Characteristics*

3.12.2.2.1 *Employment*

Uintah County has experienced significant changes in its employment base in the past 50 years. Initially, agriculture-related activities such as ranching and farming dominated the economy. Then, during the second half of the twentieth century, the development of oil and gas reserves provided a major contribution to growth. Now, retail trade, private services, and government services together provide a significant contribution to the county's economy. This evolution in employment base demonstrates Uintah County's shift from an agrarian economy to that of oil and gas, services to support oil and gas, and the boom in public land industries.

Service-based employment contributes to the job base in the area. Almost two-thirds of Uintah County employees work in retail trade, private services, or government services. While the table below shows a high number of retail, service and government jobs, it should be noted that many of these jobs are in support of the oil, gas, and mining industry. The average annual non-farm wage in Uintah County is \$24,780. Out of the top 35 employers in Uintah County, 13 are related to oil, gas and mining, 10 are government service employers, and 7 are retail employers. Unemployment in Uintah County was 4.6% in 2001, significantly higher than the state rate (approximately 3%).

TABLE 3.12.3. UINTAH COUNTY LABOR FORCE STATISTICS						
	1996	1997	1998	1999	2000	2001
Labor Force	9,954	10,300	10,544	10,847	11,029	11,707
Non Farm Jobs	7,782	8,328	8,523	8,760	9,261	9,868
Mining	1,116	1,374	1,342	1,232	1,490	1,814
Construction	311	335	395	523	414	414
Manufacturing	231	2,136	201	242	253	199
Trans./Comm./Utilities	586	560	535	524	576	623
Trade	1,869	2,010	2,084	2,100	2,206	2,398
Finance/Ins./Real Estate	127	146	169	167	174	147
Services	1,786	1,939	2,016	2,131	2,164	1,743
Government	1,756	1,751	1,781	1,839	1,984	2,537
Source: Department of Workforce Services						

Per capita annual income in Uintah County was \$16,922 in 2000, lower than the state average of \$23,907. The median household income in Uintah County was \$34,518 in 2000 (Census 2000). The national threshold for poverty in 2000 was an annual household income of \$14,269. Nationally, 11.3% of the population fell below the poverty line in 2000 (U.S. Census Bureau 2001). Approximately 14.5% of all residents of Uintah County fall below the federal poverty line; only San Juan County (26.4%) and Duchesne County (15%) have a higher percentage of the population below the poverty line. The average for the state of Utah is 8% (Utah Department of Workforce Services - Workforce Information, May 2001).

3.12.2.2.2 Agriculture

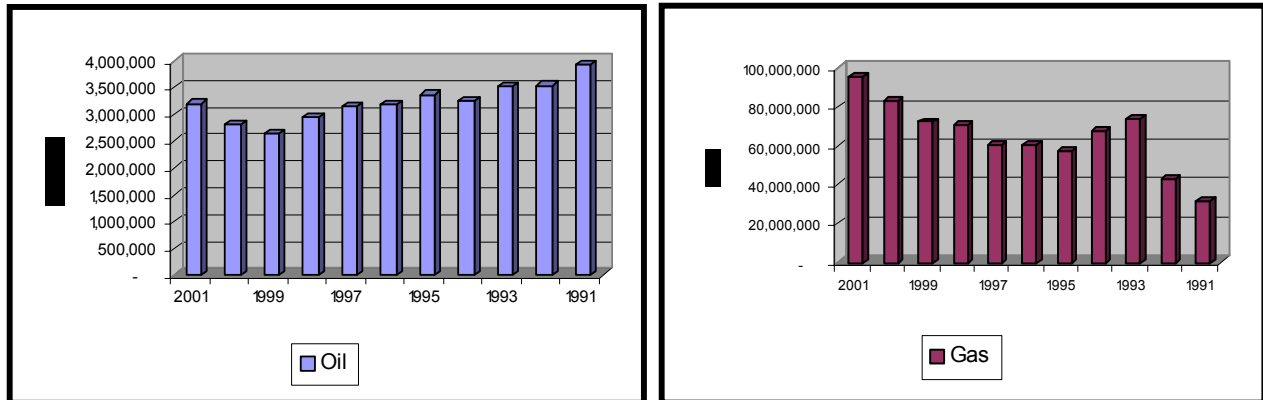
Agriculture has historically been a big part of the identity of the people of Uintah County. The Utah Department of Agriculture reports 795 farms in Uintah County. Livestock is the county's largest source of cash receipts, with \$26.6 million in 2001 for livestock and livestock products. Crops produced \$6.4 million in cash receipts. The total amount of land used for agriculture includes 44,954 acres of harvested cropland and 83,939 acres of irrigated land (Utah Agricultural Statistics 2001). Uintah County officials indicate that although agriculture is a major part of the economy, to survive, many farmers and ranchers have full-time jobs and use agriculture only to supplement their livelihood and to maintain a close family tradition. Agriculture is very dependant upon BLM land access for grazing rights and other use. Grazing is discussed in detail in the VPA Analysis of Management Situation and in numerous sections of the VPA RMP.

3.12.2.2.3 Mineral Resources

The Department of the Interior's Mineral Management Service identifies fluid and non-fluid mineral resources in Uintah County. The non-fluid mineral resources explored in Uintah County include phosphate, Gilsonite, oil shale, and other minerals. Fluid mineral resource activities include oil production, natural gas exploration and related mineral exploration. Among the resources, the highest revenue generator in the county is natural gas; the industry in Uintah County generated over \$30 million in federal Royalties in 2001. The most significant fluid mineral resource relative to contribution to state totals is oil production. Oil and gas production in 2001 represented 21% and 32% of the state totals, respectively. The following table shows the federal royalty values generated in 1998 and 2001 by Uintah County, and the following figure shows the amount of oil and gas production in Uintah County from 1991 to 2001. Note that number in parenthesis may reflect adjustments from the prior fiscal year.

TABLE 3.12.4. FEDERAL ROYALTY VALUES GENERATED, 1998 AND 2001		
	1998	2001
Bonus	\$741,035.25	\$132,170.00
Gas	10,904,135.48	30,314,562.60
Gas Plant Products	(13,007.10)	15,561.81
Gilsonite	179,696.71	254,742.99
Oil	2,451,527.92	2,847,820.40
Other Revenues	561,542.36	1,178,669.68

TABLE 3.12.4. FEDERAL ROYALTY VALUES GENERATED, 1998 AND 2001		
	1998	2001
Rent	722,936.93	854,674.40
Total	15,547,867.55	35,598,183.88
Source: Minerals Management Revenue Service, 2001.		



Source: Utah State Division of Oil, Gas and Mining, Department of Natural Resources 2002.

Figure 3.12.1. Uintah County Oil and Gas Production, 1991-2001

Oil and gas production in the state of Utah is impacted by the U.S. and world prices of oil and gas. As those prices rise and fall, oil and gas production in Utah also rises and falls. In 2001, the average wellhead price (in constant 2002 dollars) for gas in Utah was approximately \$2.19 per MCF (cubic thousand feet) and has dipped as low as \$1.31 in 1995. The average wellhead price for oil (in constant 2002 dollars) was \$23.87 per barrel (Utah Energy Office 2003).

Population growth rates in Uintah County have fluctuated with the boom and bust cycle of fluid and non-fluid mineral resources. For example, the population of the county grew by 64% between 1970 and 1980, following a boom in the industry. The growth rate fell to approximately 9% between 1980 and 1990, as the industry declined. The boom and bust cycle is also evident in other sectors of the local economy. Typically during a boom cycle, retail trade and service industries are strong. These industries suffer when production is low.

3.12.2.2.4 Tourism and Recreation

Several indicators help detect and explain the impact of the tourism and recreation industries on the local area: traveler spending, job base provided by the tourism industry, regional visitation, and recreational spending. Traveler spending includes all visits to the area, whether for recreation, business, or other purposes. While it is a valuable measure for visitation to Uintah County, it does not only reflect tourism visits. Traveler spending in Uintah County is estimated to be \$45.7 million per year; this ranks the county thirteenth in the state, with a statewide market share of 1.1%. Traveler spending from 1995 to 2000 grew at an annual rate of 1.6%, while statewide growth was 4%. Growth in tourism, however, dropped between 2000 and 2001 by 4.6%. Estimated local tax revenues from traveler spending in 2001 were \$907,000, down from \$951,000 in 2000. According to the Utah Travel Council of the state of Utah, Uintah County

falls into a category of less than 9% tourism employment; this shows the relative importance of tourism to the overall county economy when compared with the state average of 12%.

3.12.2.3 Government Setting

A community's ability to support and pay for necessary public services is based on both the tax base within the community and the portion of that tax base that may be subject to economic change. This analysis of county finance is intended to be used to evaluate public policy decisions as well as the county's future ability to support and pay for necessary public services. Public services are the single largest expense of the county (35%), with public welfare the second large expense (18%; Uintah County 2000).

Uintah County draws its revenues from a wide range of sources, which would seem to protect it against a downturn in any one or a few areas. Because by law mineral lease payments cannot be reflected as county revenue, it is important to note the structure of these lease payments. These funds are not paid to the County directly and therefore do not show up in the general fund. Instead, a special service district administers these funds for use for transportation, roads, recreation and parks, and other items in Uintah County. This income is vital to the local economy.

Local governments such as Uintah County are normally supported by taxes. However, when a local government (such as Uintah County) contains vast expanses of federally owned land, taxes are not collected on that land. The Payments in Lieu of Taxes Act (PILT) provides for payments to local units of government containing certain federally-owned lands (such as Uintah County) to assist in financing operations of that local government. Payments may be used by the counties for any governmental purpose. The total PILT payment to Uintah County in 2000 was \$685,850. In 2003, this value rose to a high of just under \$1.2 million, corresponding with an increase in gas production occurring between 2000 and 2003 (www.blm.gov/PILT).

3.12.3 Duchesne County

3.12.3.1 Social Characteristics

From 1995 to the present, the population of Duchesne County has grown steadily, along with the growth of Utah, to peak at 14,371. Moderate growth is anticipated to continue into the next decade. The Census Bureau predicts approximately 2,383 new residents by 2020 (Census 2000).

Approximately 4,300 (or 30%) of Duchesne County residents live in Roosevelt; 1,408 (or 10%) live in Duchesne; 539 live in Myton; 178 live in Altamont; and 149 live in Tabiona. The balance (54%) live in the unincorporated areas of the county (Census 2000). The majority of residents of Duchesne County live on farms and ranches and in unincorporated communities, many of which are Tribal communities on the Uintah and Ouray Reservation.

TABLE 3.12.5. DUCHESNE COUNTY POPULATION, PAST, PRESENT, AND PROJECTED			
	1990	2000	2020
<i>Total</i>	<i>12,600</i>	<i>14,518</i>	<i>18,216</i>
Unincorporated Duchesne County	6,027	7,831	9,832
Roosevelt	4,299	4,325	5,427
Duchesne	1,408	1,497	1,878
Myton	539	525	659
Altamont	178	197	247
Tabiona	149	138	174
Source: 2000 Census of Population, U.S. Census Bureau.			

Average household size, at 3.11 persons per household, is virtually the same as the average for the state, at 3.13 persons per household. Only 7.3% of households have individuals aged 65 years and over, suggesting that the population of Duchesne County is young in comparison to the rest of Utah (Census 2000).

Of the 6,988 housing units, 4,559, or 65.2%, are occupied. Over one quarter (26.4%) of the housing stock in Duchesne County is for seasonal, recreational, or occasional use, which is defined by the owners having a primary residence elsewhere. Most (81%) of occupied housing is owner occupied (Census 2000).

The Duchesne County School District is a small rural school district with 4,100 students in thirteen schools, which are in six rural communities of the county. There are six elementary schools, three high schools, one junior high school, one K-12 school, and two special schools.

3.12.3.1.1 Uintah and Ouray Reservation

The Uintah and Ouray Reservation is located within the Uintah Basin, covering a large portion of western Uintah and eastern Duchesne Counties. Ownership is a mixture of federal lands, fee lands, Tribal trust lands and state of Utah lands. The Ute tribe has ownership of almost 1/4 of the total land area of the Uintah Basin. Oil and gas production from this land represents 1/4 of the oil and gas produced in Uintah County.

According to the Tribe's Department of Vital Statistics, the enrolled membership in the Ute Tribe is 3,120 members, up from 2,500 members in 1980. The population is projected to reach approximately 4,600 by 2010. Approximately 85% of the members of the Ute Tribe live within the boundaries of the Reservation (Bureau of Indian Affairs 2002). The median household income within the Reservation is significantly lower than in the national, state, or county median household income.

TABLE 3.12.6. MEDIAN HOUSEHOLD INCOME	
Region	Median Income
United States	35,989
State of Utah	31,417
Duchesne County	26,491
Ute Indian Tribe	14,500
Source: U.S. Bureau of Indian Affairs, 2002	

Over 30% of the Ute population falls into the very low-income category. The Housing Authority indicates that many families are awaiting affordable housing (Bureau of Indian Affairs 2002).

3.12.3.2 Economic Characteristics

3.12.3.2.1 Employment

Duchesne County has experienced significant changes in its employment base in the past 50 years. Instead of the dominance of the traditional agrarian economy, trade, public employment, and private services together represent 55% of the jobs. The average annual non-farm wage in Duchesne County is \$23,769. The table below shows the distribution of jobs in the county.

TABLE 3.12.7. DUCHESNE COUNTY LABOR FORCE STATISTICS			
	1999	2000	2001
Labor Force	5,781	5,881	6,280
Non Farm Jobs	4,603	4,764	5,126
Mining	425	517	633
Construction	262	311	383
Manufacturing	137	130	128
Trade/Trans./Utilities	1177	1154	1181
Information	113	111	141
Finance/Ins./Real Estate	116	120	132
Prof./ Business Services	2,131	2,164	1,743
Ed/Health/Soc. Services	209	304	421
Leisure /Hospitality	291	322	293
Other Services	110	120	134
Government	1,839	1,984	2,537
Source: Department of Workforce Services			

Unemployment in Duchesne County is consistently significantly lower than the state's, at 1.7%. Nonetheless, almost one third of Duchesne County employees receive unemployment compensation. This can be attributed to the high Native American population and the very low

median income of this population. Although per capita annual income in Duchesne County has grown from \$8,197 to \$11,517 in the past ten years, it is still less than one half that of the state (\$23,907). The median household income for Duchesne County in 2000 was \$21,298 (Census 2000). Poverty is determined as households below an annual income of \$14,269 (Census 2000). Duchesne County has the second highest percentage of persons below the poverty line (the highest being San Juan County). Of the total Duchesne County population in 1999 (14,381), 2,178 households (or 15%) reported an income below the poverty line. Nationally, only 11.3% of the population falls below the poverty line.

3.12.3.2.2 Agriculture

The Utah Department of Agriculture reports 811 farms in Duchesne County, with 1,328,307 acres of land being farmed. Livestock is the county's largest source of cash receipts, with a contribution of \$32.5 million for livestock and livestock products and \$7.7 million for crops. Duchesne County has 56,971 acres of harvested cropland and 114,790 acres of irrigated land (Utah Agricultural Statistics 2001).

3.12.3.2.3 Mineral Resources

The Department of the Interior's Mineral Management Service identifies gas and oil as mineral resources in Duchesne County. Fluid mineral resource activities include oil production, natural gas exploration, and related mineral exploration. The highest revenue-generator in the county of the resources is oil, generating over 2.8 million in federal royalties in 2001. Both oil and natural gas combined for 90 % of the federal Royalty Values generated by Duchesne County in 2001. The following table shows the federal royalty values generated for 1998 and 2001 in Duchesne County. Note that numbers in parenthesis may represent prior fiscal year adjustments, or deductions from net receipts sharing.

TABLE 3.12.8. FEDERAL ROYALTY VALUES GENERATED, 1998 AND 2001		
	1998	2001
Bonus	\$196,264.25	\$51,899.50
Gas	890,672.63	1,290,578.68
Oil	2,040,988.31	2,863,660.72
Other Revenues	(34,556.54)	46,386.40
Rent	193,291.90	323,018.46
Total	3,288,834.46	4,575,543.76
Source: Minerals Management Revenue Service, 2001		

Oil and gas production in the state of Utah is impacted by the U.S. and world prices of oil and gas. As those prices rise and fall, oil and gas production in Utah also rises and falls. In 2001, the average wellhead price (in constant 2002 dollars) for gas in Utah was approximately \$2.19 per MCF (cubic thousand feet) and has dipped as low as \$1.31 in 1995. The average wellhead price for oil (in constant 2002 dollars) was \$23.87 per barrel (Utah Energy Office 2003). In 2001, wells in Duchesne County produced approximately 5 million barrels of oil and approximately 14 million MCF (cubic thousand feet) of gas. These numbers were lower than in 1990, when

approximately 7 million barrels of oil and 20 million MCF of gas were produced. Oil and gas production in 2001 represented 32.65% and 4.6% of the state totals, respectively.

3.12.3.2.4 Tourism and Recreation

Several indicators help detect and explain the impact of the tourism and recreation industries on the local area: traveler spending, job base provided by the tourism industry, regional visitation, and recreational spending. Traveler spending includes all visits to the area, whether for recreation, business, or other purposes. While it is a valuable measure for visitation to Duchesne County, it does not only reflect tourism visits. Traveler spending in Duchesne County is estimated to be \$26.3 million per year; this ranks the county nineteenth in the state, with a statewide market share of 0.6%. Traveler spending from 1995 to 2000 grew at an annual rate of 1.8%. Although not traditionally an indicator of overall traveler spending, data on restaurant sales have been gathered for purposes of understanding cumulative effects of tourism spending. Restaurant sales are estimated at \$6.0 million per year.

3.12.3.3 Government Setting

The majority of revenue for Duchesne County comes from charges for services (26%), property taxes (21%) and intergovernmental agreements (18%). The remainder comes from federal and state grants (11%), general sales (9%), fee in lieu (7%), and interest (5%). Duchesne County spends the majority of its income on public safety (35%), streets and highways (22%), and general government (15%). Other expenses include land purchases (9%), community development (6%), and parks, recreation, and culture (3%). The total PILT payment to Duchesne County in 2000 was \$425,557. This number rose to approximately \$750,000 in 2003 (www.blm.gov/PILT).

3.12.4 Daggett County

3.12.4.1 Social Characteristics

Daggett County is the third smallest county in the state of Utah, with a land area of 698 square miles, or 459,553 acres. Of this land area, 88.8% is owned and managed by the federal and state governments.

Daggett County is one of the least densely populated counties in the state, at 1.32 people per square mile. The Daggett County population in 2000 was 921. This is an increase of 231 persons over the 1990 population of 690 (or a 33.5% increase). Daggett County's population has fluctuated over the years but has shown overall growth from the time it was organized in a split from Uintah County in 1918. Its population varied from 400 in 1920 to a peak of 1,164 in 1960 (related to dam construction). From 1970 to 1990 it was stable, at 600-700 persons. Although population spiked by 33% in 2000 due to construction, moderate growth is anticipated to continue into the next decade, as Daggett County adds approximately 170 new residents by 2020. Births have generally equaled deaths in the county, and all historic growth has come from net immigration (Census 2000).

Manila, the county seat and the only incorporated community in the county, has a residential population of 308 persons (or 33% of the county's population). The balance, well over half of all the residents of Daggett County, live on farms and ranches or in unincorporated communities. The 2000 Decennial Census divided Daggett County into two census districts, east and west. The

East Census District had a residential population of 149 persons, including the recreational areas around Flaming Gorge and the newly privatized community of Dutch John (Census 2000). The West Census District, which includes Manila and its surrounds, had a residential population of 722.

Seventy percent of the households in Daggett County are family households, but only 27% have children younger than 18 years of age. Average household size in Daggett County, at 2.48 persons per household (less than the state of Utah average of 3.13 persons and less than Wyoming and Colorado) is small and getting smaller. This means that fewer families are having children in Daggett County that will need to be educated and will be seeking jobs. It may also mean that more secondary wage earners will be or are entering the labor market.

An unusually high number of Daggett County residents (60%) are in one- or two-person households. In the state of Utah, only 46.7% of households have two or fewer persons. In this respect, Daggett County households are more similar to Colorado and Wyoming households, at 60.4% and 62.1%, respectively (Census 2000).

The 2000 Census provides the following information about housing in Daggett County. Unlike Uintah and Duchesne Counties, in which 70-80% of housing units are occupied, only 31.4% of Daggett County's housing units are occupied. One explanation for this difference is that almost two-thirds (63.8%) of the housing stock in Daggett County is for seasonal, recreational, or occasional use, which means that the property owner's primary residence is elsewhere. Approximately 71% of the occupied housing units in Daggett County are owner-occupied (Census 2000).

With a total of 150 students, the Daggett County School District is the smallest in the state. Enrollment is declining, which is consistent with the declining population and small average household size. The county's three schools include Manila Elementary, Flaming Gorge Elementary and Manila Junior-Senior High School. These schools also serve students from McKinnon and Washam, Wyoming, areas north of the state line.

3.12.4.2 Economic Characteristics

Daggett County has experienced significant changes in its employment base in the past 50 years. Initially, agriculture-related activities, such as ranching and farming, dominated the economy. The construction of the huge, hydroelectric, Flaming Gorge Dam and Reservoir in the 1960s, as well as the construction of an all-weather highway through the county, changed the local economy forever. Now, the Daggett County economy is dominated by government services associated with the operation of the dam and management of the National Recreation Area and Ashley National Forest. Service-based employment also has become a major contributor to economic vitality, as a result of the growth of tourism and recreational activities. Government services, primarily associated with the operation of Flaming Gorge and Ashley National Forest, provide 47% of Daggett County jobs (Department of Workforce Services 2001).

TABLE 3.12.9. DAGGETT COUNTY LABOR FORCE STATISTICS			
	1999	2000	2001
Labor Force	434	474	439
Non Farm Jobs	437	467	427
Mining	0	0	0
Construction	32	46	17
Trade/Comm./Utilities	30	31	25
Leisure/Hospitality	144	162	148
Government	221	214	223

In 1995, the unemployment rate in Daggett County was significantly higher than the state's, but since then, the county's rates have closely mirrored those of the state. The 2000 unemployment rate in Daggett County was 3.2%, one of the lowest rates in the state. Almost 50% of Daggett County employees receive government subsidy (Census 2000). Per capita annual income in Daggett County has grown from \$13,253 to \$17,870 in the past ten years. Median household income in 2000 was \$30,833 (Census 2000).

Approximately 11.7% of the population of Daggett County is below the poverty level (annual household income being less than \$14,269), which compares to the national rate of 11.3% (Census 2000). Daggett County's poverty rate is the sixth highest in the state, and among the counties without significant tribal populations, Daggett County's rate is the second highest in the state (second to Carbon County).

3.12.4.2.1 Agriculture

The Utah Department of Agriculture reports 36 farms in Daggett County, by which 26,485 acres of land is farmed. Livestock is the county's largest source of cash receipts, with a contribution of \$1.6 million for livestock and livestock products and \$500,000 for crops. Daggett County has 7,676 acres of harvested cropland and 7,840 acres of irrigated land, which produce 12,000 tons of hay and alfalfa (Utah Agricultural Statistics 2001).

3.12.4.2.2 Mineral Resources

Oil and gas production in Daggett County is not a significant contributor to the local economy. Oil and gas production in 2001 represented 0.01% and 0.4% of the state totals, respectively (Utah Division of Oil, Gas and Mining 2002).

3.12.4.2.3 Tourism and Recreation

The Flaming Gorge National Recreational Area (NRA) is the sixth most popular Utah tourist attraction, generating over one million visitors each year. Flaming Gorge NRA was the only one of Utah's national monuments or recreation areas not to report visitor declines during 2000. Despite these visitation rates and the significance of the recreation economy to Daggett County, the county's tourism represents only 0.3% of traveler spending in the state of Utah and ranks

twenty-sixth among counties in Utah. Tourism spending in Daggett County has been growing at less than one half the rate of the state.

TABLE 3.12.10. RECREATIONAL SPENDING IN 2000			
	Spending in 2000	% Change from 1999	Average Annual % 1995 - 2000
Daggett County	\$11,700,000	6.4	1.8
State of Utah	\$4,250,000,000	1.2	3.7
Source: Utah Travel Council			

Another measure of the impact of the recreation economy to Daggett County is restaurant sales and market share. Daggett County is ranked last (twenty-fourth) among the counties that impose the restaurant tax, and even with over \$1.5 million in sales, it represents less than one tenth of a percent of the Utah market. In 2000, Daggett County received \$13,952 in restaurant tax, up 12.8% from 1995 (Utah State Tax Commission).

3.12.4.3 Government Setting

The government setting in Daggett County is different than in Uintah or Duchesne Counties. Parts of the county, specifically Dutch John and the surrounding area, were formerly federal lands associated with Flaming Gorge NRA. Some of those lands have recently been incorporated into the town of Dutch John, and others have been designated as county land.

Charges for public services are an unusually large revenue item in Daggett County, partially due to the large public safety facility in Manila and the county's contracts to house state, federal, and county inmates there. The majority of Daggett County revenues come from charges for services (43%) and sale of property (25%). Federal and state grants, intergovernmental arrangements, transient room taxes, general sales and use, and fee in lieu generate the remainder of the income for the county. The total PILT payment to Daggett County in 2000 was \$38,074.

The same public services that generate revenue for the county are also apparently a high expenditure in Daggett County (53%). Other expenditures include general government (12%), streets and highways (10%), and community development (9%).

Another unique characteristic of Daggett County government is the special service districts of the county. The Daggett County Road and Transportation Special Services District is a primary recipient of mineral lease monies administered through the Permanent Community Impact Fund. During 1999, it received \$425,000 in mineral lease monies and an additional \$166,349 from other state sources, for a total of \$591,349. Approximately \$373,240 of this was spent for construction, \$8,316 was spent on salaries, and \$12,750 was spent on debt reduction and interest on that debt. The Daggett County Mosquito Abatement District (MAD) received \$18,217 in property taxes or in-lieu fees. Of this, \$14,489 was spent on salaries, and \$1,126 was spent on an intergovernmental transfer. Finally, the district called Daggett County Service Area #1 had \$1,720 in revenues, \$1,000 of which came from property taxes. The only expenses were \$136 for salaries.

3.12.5 Region-wide Conclusions

This study has discussed the social, economic, and governmental settings of the three counties that compose the VPA. In addition to the statistics that help describe each county, conclusions can be drawn about the region's history, geography, and economics.

The first conclusion drawn is that, due to the history and geography of the Uintah Basin, much of the population has a common lifestyle and identity. The fact that each of these counties is at least two hours from any major city sustains a rural/small town lifestyle.

The second regional commonality among the counties is their economic dependency on physical resources within the VPA. From municipality to municipality in the region, lower-than-average wages and higher-than-average poverty rates are common. The economy of the region is based on agriculture, oil and gas exploration, and tourism. Major changes in the management of the land in any one of these sectors of the economy will have an effect on the socioeconomics of the individual counties and the region overall.